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Request For Proposals Concerning Operati
on of a Service For Single Transie 2



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SCHEDULE I



A

REQUEST FOR PROPOSALS

Concerning

OPERATION OF A SERVICE FOR

SINGLE TRANSIENT MEN IN CALGARY

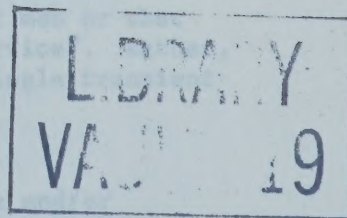
RFP No. 2

Department of Social Development

Issued June, 1970

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Final revision, October, 1970



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The Department of Social Development desires to contract with responsible persons and organizations to provide services to an average of 200 single transient men per day in the City of Calgary. In requesting proposals from the private sector the Department wishes to achieve the following objectives more cost effectively.

OBJECTIVES:

1. To provide daily shelter and sleeping accommodation for a minimum of 100 and a maximum of 300 single transient men in the City of Calgary.

Basic
Services

2. To provide three meals per day for a minimum of 100 and a maximum of 300 single transient men in the City of Calgary.

Classific-
ation

3. To develop and operate a classification system for single transient men in the City of Calgary.

4. To arrange for the meeting of special needs and the provision of special services for single transient men in the City of Calgary, in particular:

Special
Services

- (a) To arrange for the provision of necessary clothing, drugs, medical assistance, optical and dental care, prosthetic repair, ambulance service, transportation, and special room and board for single transient men in need.

- (b) To effectively refer single transient men with special needs, problems, and potentials, to appropriate community resources and opportunities.

Research

5. To devise alternative methods for the classification, maintenance and rehabilitation of single transient men, which are more cost effective and more successful than present procedures.

To facilitate the achievement of these objectives, the Department is prepared to lease the Single Men's Hostel Building at 631 - 7 Avenue, S.E. to the contractor. It is not intended that this hostel become a semi-permanent home for single transient men or that the hostel service remain essentially a "maintenance service". Rather, it is envisioned that the hostel become a place where single transient men in need can go for:

- (a) Classification and counselling.
- (b) Referral on to developmental opportunities and/or rehabilitative services provided at the hostel or elsewhere.
- (c) Temporary accommodation and meal service while the above are being provided.

GUIDELINES AS TO STANDARDS:

Proposals submitted in response to this Request for Proposal, and any subsequent project carried out by a contractor must be consistent with the following guidelines:

1. Shelter and sleeping accommodation provided must be to the following standard, or better:
 - (a) Shelter and sleeping accommodation must comply with and be licensed under The Welfare Homes Act.
 - (b) One bed for each transient man.
 - (c) 75 sq. ft. of floor space for each transient man.
 - (d) Adequate facilities for personal hygiene including deinfestation.
 - (e) Maintain segregated facilities for those suffering from illnesses requiring segregation.
 - (f) Maintain a basic standard of shelter and sleeping accommodation consistent with a reasonable level of health, well-being and decency for single transient men.
2. Meals provided must be to the following standard, or better:
 - (a) Three meals per day in accordance with the standards set out in "Canada's Food Guide".
 - (b) Standards of the Calgary Board of Health must be complied with.
3. It is expected that the services of the hostel will be provided in such a way as to:
 - (a) Meet legitimate needs, without creating permanent dependency or stimulating substantially increased demands for maintenance services.
 - (b) Encourage a sense of personal initiative and responsibility on the part of the recipients of services relative to their own development.
 - (c) Prevent the exploitation of the services by a few, to the detriment of others with greater needs.
 - (d) Meet the responsibilities of the Province of Alberta in this field of social service, without assuming or adding to the similar responsibilities of other provinces.

4. With respect to the development and operation of a classification system, respondents are at liberty to propose whatever system they think appropriate to facilitate the satisfactory provision of basic services, special services and effective referrals.

Respondents should, however, refer to the Report of the Honourable Justice Michael B. O'Byrne (See Appendix G) which recommends that a classification system should be provided in the hostels:

- (a) To assess the job capacity of transients in relation to the work available.
 - (b) To ascertain the need for medical or psychiatric care.
 - (c) To classify transients according to special problems (alcoholism, drug addiction, etc.).
 - (d) Specifically, to categorize the ill of alcoholism.
 - (e) To separate out those who belong in other institutions.
 - (f) To divide the men on the basis of age (with dormitories arranged accordingly).
 - (g) To distinguish between those who are in fact single, and those who have marital and domestic problems.
5. It is expected that respondents will present specific plans for mobilizing non-Governmental resources, to meet the special needs of single transient men in the City of Calgary.

In addition, the successful respondent (contractor) will be authorized to act as an agent of the Department of Social Development for issuing Social Allowance to meet the special needs of single transient men in the City of Calgary. In performing this function, the contractor will be required to adhere to criteria established by the Department for the issuance of Social Allowance, and will be subject to monitoring by the Department.

6. In particular, with regard to the meeting of special needs:
 - (a) New clothing must be provided only if required by reason of employment, the type and amount to be governed by the circumstances of employment.
 - (b) First-Aid supplies and usual non-prescription drugs must be maintained and supplied as necessary.

- (c) Emergency medical, dental and optical care, prosthetic repair, and ambulance service, must be arranged.
 - (d) Transportation to and from employment and other special needs (such as special room and board) must be supplied when necessary.
 - (e) Burial expenses will not be the responsibility of the contractor.
7. With respect to referrals:
- (a) A thorough knowledge, understanding, and commitment to the use of other community resources (public and private) is a requirement.
 - (b) Referrals are to be effective (insofar as it is within the power of the contractor to make them so) - resulting in a fast and positive response to the needs of the men referred.
 - (c) Men assessed as capable of employment should be referred to Canada Manpower for employment.
 - (d) Special priority is to be given to the referral of:
 - (i) Single transient men requiring attention beyond the scope of the hostel services, to other agencies providing the service required.
 - (ii) Single transient men with alcoholic problems, to specialized treatment.
 - (iii) Single transient men willing and able to work, to specific employment opportunities (in addition to referral to Canada Manpower).
8. The contractor must be prepared to guarantee:
- (a) The non-discriminatory provisions of services pursuant to The Alberta Human Rights Act.
 - (b) The use of fair employment practices in dealing with employees.
 - (c) The fair and humane treatment of the recipients of services.
9. Any capital assets leased to the contractor by the Government of Alberta (e.g. The Calgary Single Men's Hostel Building, equipment, furnishings, etc.) must be maintained to present standards, and will be subject to periodic inspection by the Department of Public Works.

(c) Emergency medical, dental and optical care, prosthetic
appliances, and substance services, must be provided.

(d) Transportation to and from employment and other activities
needs (such as special tools and heavy) must be provided
when necessary.

(e) Dental services will not be the responsibility of the
contractor.

7. With respect to materials:

(a) A thorough knowledge, understanding, and experience in
the use of other construction materials (timber, etc.) is
a requirement.

(b) Materials are to be effective (timber, etc.) as shown
the nature of the contract in order that the
is a full and proper response to the needs of the
contract.

(c) The contractor is responsible for payment of all
to Canada Mortgage for equipment.

(d) The contractor is responsible for payment of all
to Canada Mortgage for equipment.

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10. If any of the above guidelines can be shown to be inappropriate, alternative suggestions will be considered and may be accepted.

ADMINISTRATIVE GUIDELINES:

1. The following criteria must be met to establish a man's eligibility for hostel services:
 - (a) Not supporting one or more dependants in his custody.
 - (b) Without sufficient funds to purchase accommodation and meals.
 - (c) Age 18 years or over.

The following additional criteria as to eligibility require discretion in their application:

- (a) No established residence in Alberta (12 consecutive months on a self-supporting basis in an Alberta Municipality immediately preceding application for hostel services).
 - (b) Employable (it is recognized that some unemployable men cannot be cared for elsewhere and should receive hostel services).
 - (c) Discretion must also be exercised with respect to persons who are ill, violent, or dangerously intoxicated, so as to protect the individual and residents of the hostel.
2. The Government of Alberta reserves the right to refer persons to the Single Men's Hostel for services, and the contractor must provide services to persons so referred. Any Government referrals to the hostel will be made through the Homes and Institutions Branch of the Department of Social Development.
3. The contractor shall maintain in full force and effect a comprehensive general liability insurance policy satisfactory to the Minister of Social Development. Because of the difficulties in specifying the exact nature or cost of this insurance until the identity of the contractor and the exact form of the lease and service agreements are known, respondents will not be required to provide details on liability insurance with their proposals. Assurance should, however, be provided that the respondent is able to obtain such insurance.

The contractor will also be required to maintain insurance

satisfactory to the Minister on the contents of the building. Insurance on the building itself (as well as boiler insurance) will be the responsibility of the Department of Public Works. (See Appendix E)

4. Proposals submitted must include house rules to be observed by those using the services provided.
5. Generally, the contractor will be required to satisfy the documentation and record keeping requirements of the Department of Social Development, the Canada Assistance Plan and the Provincial Auditor. More particularly the contractor will be required:
 - (a) To complete and maintain a record of each single transient man served. (In order for a portion of the costs of this service to be met through the Canada Assistance Plan, it is required that the record of each single transient man serviced contain some type of application for assistance and information to establish need.)
 - (b) To complete and submit (to the Homes and Institutions Branch of the Department of Social Development) a monthly record summarizing the services provided.
 - (c) To complete and submit (to the Homes and Institutions Branch) a monthly financial operating statement, and an audited financial statement annually.

The attached envelope (labelled Appendix F) contains samples of the various forms and documents presently used in operating the hostel service.

6. Proposals submitted must include an appeal procedure designed to provide an opportunity for any person dissatisfied with the operation of the hostel system or a decision of the hostel staff to have his grievance considered.
7. It is not anticipated the contractor will require sleeping accommodation and services in excess of that available within the Single Men's Hostel, Calgary.
8. If any of the above guidelines can be shown to be inappropriate, alternative suggestions will be considered and may be accepted.

FINANCIAL GUIDELINES:

1. The Government of Alberta is prepared to lease to the contractor the Single Men's Hostel building referred to in Appendix A.

2. The Government of Alberta is prepared to lease or sell to the contractor the equipment and furnishings contained in the Single Men's Hostel as described in Appendix B.
3. At present, supplies for the hostels are purchased through the Provincial Purchasing Agent and are exempt from Federal Sales Tax. Without this exemption, it is estimated that the cost of supplies for the hostels would be about 5% greater.

Forms and explanatory material dealing with Federal Sales Tax rebates to "certified institutions" are attached. (See appendix G). Respondents should seek to determine whether or not they would be eligible for this rebate, as eligibility or ineligibility will affect the cost of their services.

4. The contractor, upon assuming responsibility for the hostel service, will be expected to purchase any existing stocks of usable supplies at cost. (The value of these stocks and supplies would not exceed \$3,000.00).
5. The contractor will be responsible for all maintenance to the said building, equipment and furnishings to the present standards unless otherwise specified in the lease or service agreements. Proposed renovations or alterations will be subject to approval by the owner.
6. The contractor will be responsible for the payment of any and all taxes. (Government grants in lieu of taxes will not be charged to the contractor.)
7. A summary of operating costs to the Government of Alberta for the Single Men's Hostel, Calgary, and the services provided therein is described in Appendix C.
8. Responses to this RFP should include budget estimates for the implementation of the respondent's proposal. It is expected that the bulk of the contractor's services budget will be committed to the provision of "basic services" (accommodation and meals). This is not to imply that the classification and special services objectives are less important, but it is anticipated that they can be achieved at much lower cost than the basic services objectives.

An allowance of approximately \$5,000.00 should be made for the attainment of objective 5.

Budgets proposed should show some gain in cost effectiveness to the public sector through contracting the provision of these services to the private sector.

9. Responses to this RFP should contain a list of personnel requirements, wages and salaries proposed, and any sub-contracts proposed.

NOTE: The contractor will not be required to hire or attempt to hire the personnel now operating the hostel services. He will, however, be strongly urged to give first consideration to persons already working in the hostels, when recruiting personnel.

10. Responses to this RFP should contain a clear statement of:

- (a) Terms proposed for acquiring the use of the capital assets of the Single Men's Hostel service in Calgary.
- (b) Terms proposed for operating a service for single transient men in the City of Calgary to attain the objectives of this RFP.
- (c) The schedule of payments required from the Government of Alberta to implement the proposal submitted.
- (d) Any additional terms desired in a contract for the provision of the required services (including the terms of any lease arrangement desired).

11. The respondent should propose bonus and penalty clauses for outstanding achievement or non-achievement of the objectives of this RFP.

12. Every respondent must submit a bid bond for 10% of the respondent's proposed operating budget for the first year, or provide alternative assurances that a performance bond may be obtained. The successful respondent (contractor) will be required to post a performance bond annually, equal to approximately 25% of the operating budget for the ensuing year.

13. If any of the above financial guidelines can be shown to be inappropriate, alternative suggestions will be considered and may be accepted.

GENERAL GUIDELINES:

1. This request for proposal is issued under the authority of the Honourable R. A. Speaker, Minister of Social Development.

2. Management responsibility for this RFP has been assigned to a Management Group composed of the following persons:

Mr. P. Manning (Chairman),
M. & M. Systems Research Ltd.,
208 Confederation Building,
Edmonton, Alberta.
Phone: 424-0827

Mr. J. J. Watkins, Program Supervisor,
Department of Social Development,
109th Street and Jasper Avenue,
Edmonton, Alberta.
Phone: 429-5411, Local 48

Mr. Roy Wilson, Manager,
F. A. Wilson Realty Limited,
122 - 16th Avenue, N.E.,
Calgary, Alberta.
Phone: 277-7556

Mr. Manning's role is to serve as chairman and to provide needed RFP management expertise. Mr. Watkins represents the Department of Social Development, and is both knowledgeable and experienced in the field of providing services to single transient men. Mr. Wilson's role is to represent the public at large, and to bring sound business judgement to bear on the decisions of the Management Group.

The Management Group is responsible for distributing this RFP, providing information and consultation required by prospective respondents, evaluating proposals received, and making recommendations to the Minister.

3. An orientation meeting for persons and organizations interested in responding to this RFP, or substantially affected by this RFP will be held on the 29th day of June, 1970, at 9:00 a.m. in Room 801, John J. Bowlen Building, 620 - 7th Avenue, S.W., Calgary. Prospective respondents are requested to attend this meeting in order to meet the Management Group, to obtain further information, and to obtain clarification of questionable points.
4. Prospective respondents may make arrangements to inspect the Single Men's Hostel premises by contacting:

Mr. L. G. Dagg,
Manager,
Single Men's Hostel,
631 - 7th Avenue, S.E.,
Calgary, Alberta.
Phone: 269-1921

5. Proposals in response to this RFP should be submitted in

quadruplicate, prior to 4:30 p.m. on the day of September 10th, 1970 to:

The Chairman,
Request for Proposals Management Group,
Room 322,
Legislative Building,
Edmonton, Alberta.

6. It is anticipated that contracts (agreements) will be negotiated with the successful respondent by September 30th, 1970, and that the contractor should commence operations on November 1st, 1970.
7. It is anticipated that the Government will enter into two separate agreements with the successful respondent:
 - (a) A "Lease Agreement" between the successful respondent and the Department of Public Works with respect to the buildings and equipment.
 - (b) A "Service Agreement" between the successful respondent and the Department of Social Development with respect to the provision of services.

The intent of the Service Agreement will be to constitute the respondent as an "independent contractor".

From the standpoint of the Canada Assistance Plan the contractor will be regarded as a "Provincially approved agency" (under section 2, ss k of the Act) and the hostels will continue to be regarded as "homes for special care".

The Department of the Attorney General advises that it does not "consider the operators of the Single Men's Hostels to be inn-keepers with the liabilities consequent thereon.

The method of operation of these hostels in not requiring a price to be paid by the transient for the accommodation provided, would not bring the operator either within the common law or statutory definitions of "inn-keeper".

8. Unnecessarily elaborate brochures or other presentation beyond that sufficient to present a complete and effective proposal are not desired.
9. No proposal submitted in response to this Request for Proposal will necessarily be accepted. All proposals submitted become the property of the Government of Alberta. In the event that no single proposal is acceptable, the Government of Alberta

reserves the right to synthesize the best features of all responses and to invite further proposals.

10. Proposals will be evaluated by the Management Group, which will then make a recommendation to the Minister. Criteria such as the following will be used in making evaluations:
 - (a) Qualifications of the respondent for achieving the objectives proposed, including
 - relevant experience
 - social responsibility
 - financial responsibility
 - management capability
 - evidence of enterprise and initiative
 - (b) Assessment of the proposal from the standpoint of
 - evidence of basic understanding of the work involved
 - evidence of originality and creativity
 - soundness of basic approach
 - quality of planning
 - quality of proposed inputs
 - adherence to guidelines
 - feasibility
 - (c) Probability of successful achievement of objectives should proposal be implemented.
 - (d) Estimated cost effectiveness of the proposal (i.e. an estimate of how much implementation of a given proposal will contribute toward the achievement of the objectives, per dollar spent on the project by the Government of Alberta. This estimate will include consideration of second order or indirect costs and benefits resulting from implementation of the proposal.)
11. Attainment of objective 5 of this RFP is expected to involve a program of research to be conducted by the contractor prior to November 1st, 1971. The end result of this program of research should be the development of improved methods for the classification, maintenance, and rehabilitation of single transient men, and a plan for the implementation of these methods. In developing improved methods, consideration should be given to the recommendations of the O'Byrne Report (see Appendix G). Responses to this RFP should include a plan for the attainment of objective 5.
12. Proposals must reflect genuine social concern and economic feasibility. They should contain evidence of consultation with those to be served by the contractor.
13. The Service Agreement negotiated with the successful

respondent will be monitored by the Homes and Institutions Branch of the Department of Social Development. The contractor will be required to co-operate fully with the Homes and Institutions Branch in the discharge of this function.

14. The Service and Lease Agreements may be terminated for non-achievement of objectives or for failure to adhere to agreed upon guidelines.
15. Special allowances will be considered for uncontrollable factors in the provision of Single Men's Hostel services caused by deterioration of economic conditions. These allowances should be proposed by the respondent.
16. Inquiries concerning any aspect of this Request for Proposals are welcome, and should be directed to the Chairman of the Request for Proposals Management Group. Additional copies of this RFP may be obtained from the office of the Manager of the Single Men's Hostel, (631 - 7th Avenue, S.E., Calgary).
17. Individuals and organizations intending to make formal comprehensive responses to this RFP should so advise the Chairman of The Request For Proposals Management Group (208 Confederation Building, Edmonton), in writing prior to July 31st, 1970.

In giving notice of your intention to respond, please designate one individual (name, address, phone number) as the contact to whom the Chairman should address any further communications.

18. If any of the above guidelines can be shown to be inappropriate, alternative suggestions will be considered and may be accepted.

ATTACHMENTS

Attachments to this RFP should include:

- Appendix A: Description of present Single Men's Hostel facilities, and capital costs.
- Appendix B: An inventory of equipment, furnishings and supplies (including a list of current suppliers).
- Appendix C: A statement of operating expenses (including maintenance) for the Single Men's Hostel service.
- Appendix D: A listing of current personnel employed in the Single Men's Hostel service.
- Appendix E: Current Insurance Policy.
- Appendix F: Sample records, documents, etc. currently utilized by the Government of Alberta in the operation of the Single Men's Hostel service.
- Appendix G: Miscellaneous attachments including:
- (1) The Welfare Homes Act
 - (2) Canada's Food Guide
 - (3) Provincial Board of Health Regulations Respecting
 - (4) The Alberta Human Rights Act Housing
 - (5) The Alberta Human Rights Act and Managers of Hotels, Motels, Restaurants, etc.
 - (6) The Alberta Human Rights Act and the Individual
 - (7) The Alberta Human Rights Act and the Employer
 - (8) Fair Employment Laws in Canada
 - (9) Single Men's Hostel, Calgary, Rules and Regulations
 - (10) The Report of the Honourable Mr. Justice Michael O'Byrne
 - (11) Requests for Proposals and Social Contracts: A Strategy for Organizing Resources to Achieve Social Goals.
 - (12) Menus currently in use at the Edmonton and Calgary hostels
 - (13) Forms and explanatory material dealing with Federal Sales Tax Rebates to "certified institutions".
 - (14) An act Respecting Social Development
 - (15) The Canada Assistance Plan (Act and Regulations)

Appendix H: A listing of all agencies (public and private) presently connected with the hostel services in Calgary with an accompanying description of the present relations between these agencies and the hostel services. Respondents are expected to utilize this list in planning their approach to the co-ordination of hostel services with other agencies, and the effective referral of persons with special needs to appropriate agencies and programs.

NOTE: These appendices are provided for general information purposes only, and should not be regarded as complete or accurate in every detail.

